

PAY, EMOLUMENTS, &c.—OFFICERS OF THE ARMY.

[To accompany bill H. R. 56.]

DECEMBER 20, 1831.

Mr. DRAYTON, from the Committee on Military Affairs, to which the subject had been referred, made the following

REPORT:

To the bill "to regulate the pay and emoluments, and allowances of the officers of the Army of the United States," the Committee on Military Affairs beg leave to annex the following explanatory report:

The objections to the compensation which is made to the officers in the Army of the United States, under the existing laws, are:

1st. That some officers receive a greater compensation than they ought to receive, whilst the compensation of others is less than it ought to be.

2d. That many officers of the same grades, and performing duties of correspondent importance and responsibility, receive different rates of compensation.

3d. That several officers receive the pay and emoluments of their brevet rank, when not performing duties adequate to their brevet rank.

4th. That the regulations relating to the allowance of forage, are liable to abuse, and operate unequally, as under them, officers entitled to the same commutation, on that account, receive different amounts.

The foregoing objections will be considered in their order, with the alterations which are proposed for the purpose of obviating them.

1st Objection.—A Major General now receives monthly, for pay \$200; for rations, (15 per day) \$91; for forage, (seven horses) \$56; for servants, (4) \$54; total per month, \$401; per year, \$4,812. This compared with the salaries of civil officers, is deemed too much, and it is also too high, when compared with the compensation of grades immediately below that of a Major General. For pay, rations, forage, and servants, a Brigadier General receives \$3,084 a year, and a Colonel in the staff, \$2,316 a year. 'Tis, therefore, proposed to allow to a Major General monthly, for pay, \$160; for rations, (12 per day) \$72; for forage, (3 horses) \$24; for servants, (3) \$40; being \$296 per month, and \$3,552 per annum.

A Brigadier General now receives for pay, rations, forage, and servants, \$257 a month, or \$3,084 a year. The bill has reduced his monthly pay and emoluments to \$228 per month, or \$2,736 per annum, upon the same principles as it has those of the Major General.

By this bill, the pay and emoluments of a Major are allowed to a Surgeon, and those of a Captain to an Assistant Surgeon, with eight dollars a month

for the forage of one horse, and double their daily rations to each of them, after they have served ten years in their respective grades.

The importance of the duties of the Surgeons, upon which the comfort, the health, and the efficiency of the army so essentially depend, are manifest and notorious; and yet the pay and subsistence of a Surgeon amount to only \$63 a month, or \$756 a year; less by \$132 a year, than those of a Captain, which are \$888; and the pay and subsistence of an Assistant Surgeon, amount to no more than \$52 a month, or \$624 a year; whilst a First Lieutenant receives \$648 a year; and when he commands a company, which is very common, \$768 a year.

However long the Surgeons continue in the service, their compensation remains the same, as they can rise no higher; neither can any lucrative employment be conferred upon them; unlike the military officers, who may be transferred to the staff, be ordered on extra duties, or obtain separate commands, with the allowance of double rations.

From a statement of the Surgeon General, made during the last session of Congress, it appeared that there were then in the army, eight Surgeons, and forty-five Assistant Surgeons; that, of the Surgeons, one of them had been in the service seventeen years, two sixteen, one twelve, and one ten years; and that, of the Assistant Surgeons, five had been in the service fourteen years, eight twelve years, five ten, and the rest from nine years to a recent date. For the whole of these periods, their emoluments have been stationary, whilst in the ten years, ending in 1830, fifteen Captains have been promoted to Majorities, nineteen to Colonelcies and Lieutenant Colonelcies, besides numerous promotions from the inferior grades.

From causes, doubtless accidental, but operating with peculiar hardship upon the medical staff, whilst the condition of every officer in the army, below the rank of Major, has been improved, theirs has been unchanged. Nor is this the only injurious comparison, of which they have a right to complain. Formerly, the pay and emoluments of a Surgeon and of an Assistant Surgeon in the army, were the same as those of a Surgeon and of a Surgeon's Mate in the navy. By an act of Congress, passed 24th of May, 1828, the pay and subsistence of a Surgeon in the navy were raised to \$75 a month; after he had served five years, they were raised to \$87 a month; after ten years service, to \$90 a month; and after twenty years service, to \$100 a month. By the same act, the pay and subsistence of a Surgeon's Mate, after he has served five years, are \$57 a month; and after ten years' service, they are increased to \$69 a month. Thus, a Surgeon in the navy may now receive for his pay and subsistence, \$100 a month, whilst a Surgeon in the army can receive no more than \$63; and a Surgeon's Mate in the navy, may receive for his pay and subsistence \$69 a month, whilst an Assistant Surgeon in the army is entitled to no more than \$52 a month. It ought also to be noticed, that the promotion of a Surgeon's Mate, is necessarily, much more rapid, than that of an Assistant-Surgeon, there being in the navy thirty-seven Surgeons, and forty-six Surgeon's Mates; and in the army but eight Surgeons, with forty-five Assistant Surgeons. It should likewise be recollected, that the military officers are educated by the Government at West Point, by which they are exempt from the heavy expenses of a professional education, which are defrayed by the medical staff from their private resources. Influenced by the facts and reasons which they have adduced, the Committee on Military Affairs, propose to put the Surgeons upon an equality with the Majors, and the Assistant Surgeons upon an

equality with the Captains, with a provision, as Surgeons cannot be promoted at all, and Assistant Surgeons but very slowly, that they shall, as an equivalent for these disadvantages, be entitled to double rations, after they shall, respectively, have served ten years.

2d Objection.—As the law now stands, officers in the staff and in the Ordnance Department, are entitled to higher pay and emoluments than officers of similar rank in the engineer, the artillery, and the infantry. In foreign nations, these distinctions in the emoluments attached to particular corps or regiments, are almost wholly founded upon aristocratical privileges, or favoritism, or arbitrary classification, none of which motives were ever intended to prevail in our country. It is believed, that the duties of officers in the engineer, artillery, and infantry, involve as much individual responsibility, and require as much labor and time as those of officers of the same rank in the staff and the ordnance: This bill, therefore, makes no distinction between them.

Some differences, though not considerable, now exist between the emoluments of the Adjutant General, and of the Inspectors General, the Commissary General of Subsistence, the Chief of the Ordnance Department, and the Chief of the Corps of Engineers. The rank of these officers being the same, the bill grants to them the same pay and emoluments. As the Chief of the Engineers, though a Brevet Brigadier General, performs no more than the duties of a Colonel, the highest officer in the Corps of Engineers, he is not regarded under the act of the 16th of April, 1818, to be entitled to a compensation beyond an officer of that rank. By limiting him, therefore, to it, no injustice is done to him.

3d Objection.—By an act passed on 16th April, 1818, "Officers of the army, who have brevet commissions, shall receive the pay and emoluments of their brevet rank, *when on duty, and having a command according to their brevet rank, and at no other time.*" By the act of the 2d March, 1821, the army was reduced to about twelve regiments, under a specified number of regimental and staff officers, and three general officers, viz: one Major General and two Brigadier Generals. This organization shows it to have been the intention of Congress, that a Major General, under the President, should command the whole military establishment, and that each of the Brigadiers, under the Major General, should command one half of it. Had there been no brevet officers, this must have been the regular distribution of the Generals; and the circumstance of the existence of such officers cannot effect the principle of a system, which was so framed as to be carried into execution without their intervention. Upon comparing together the acts of 1818 and 1821, it is apparent to the committee, that an officer is not entitled to additional pay and emoluments by virtue of a brevet commission, unless he exercise under it a greater command than is annexed to the rank which he holds in the line or the army. A Brigadier, therefore, with the brevet of a Major General, under the present peace establishment, can never be entitled to the pay and emoluments of his brevet, unless a command should be devolved upon him, exceeding that of a department, or one-half of the troops. In ordinary military language, a brigade means two regiments under a Brigadier; a division, two brigades under a Major General; a corps d'armée, two divisions under a Lieutenant General, &c.; but by the act of 1821, different extents of command than those which are usual, are given to a Major General and to a Brigadier General, (the two highest grades in our service,) and in construing their duties and rights, we ought to be governed by the letter and spirit of our own legislation, and not by

technical phraseology. The same act which has increased the ordinary commands of a Major General and of a Brigadier General, has left those of regimental officers, as they have always existed in the United States. The committee have applied the same rule to all brevet officers, in opposition to the practice which prevails in some instances, conceiving that, in doing so, they have conformed to the intent and meaning of the laws of the United States which they have cited.

4th Objection.—Complaints have been made, that the regulations respecting forage have some times been evaded, and that officers entitled to the same compensation for forage, receive different amounts. To prevent any irregularities or inequalities, the officers, by the bill, are allowed a fixed sum for forage, which cannot be increased under any circumstances. The number of horses which they are entitled to keep, has been reduced in many cases, and increased in none. They are permitted, at their option, to draw forage in kind; because, some times, when in remote situations, or when travelling upon duty, on horse-back, they either cannot purchase forage, or they are obliged to pay extravagant prices for it.

No other part of the bill is considered to require explanation, excepting so much of it as relates to the allowance of quarters and fuel to the Paymaster General, and the Surgeon General. By the 3d section of an act of Congress of the 24th April, 1818, the Paymaster General is to receive a salary of \$2,500 per annum. By an act of the 14th April, 1818, some change is made in the medical department of the army, and by its second section, the annual salary of the Surgeon General is fixed at \$2,500. The tenth section of the act of Congress of 2d March, 1821, enacts that there shall be one Paymaster General, with the present compensation; and its 11th section declares that there shall be one Surgeon General, saying nothing about his compensation, but by the following section, "Officers, &c., retained by this act, excepting those specially provided for, shall have the same rank, pay, and emoluments, as are provided, in like cases, by existing laws."

The 9th section of an act, passed on 24th April, 1816, says, "that the regulations in force, before the reduction of the army," (which was on 3d March, 1815,) shall "be recognized as far as the same shall be found applicable to the service—subject, however, to such alterations as the Secretary of War may adopt, with the approbation of the President." Anterior to the passage of this act, quarters and fuel were allowed, by the regulations, to the Paymaster and Surgeon General; and subsequently to its date, the same quarters and fuel were continued to them, by regulations founded upon the authority of the act of 24th April, 1816. It may, perhaps, be proper to remark, that no act of Congress expressly grants quarters and fuel to an officer. From the Major General to the lowest subaltern, the right to these allowances is derived exclusively from the regulations of the War Department, when approved of by the President; which, it has been shown, are sanctioned by law. Although the committee entertain no doubts as to the rights of the Paymaster and Surgeon General to quarters and fuel; yet, as doubts have been elsewhere expressed, they have thought it proper to examine the question, and to express their opinion.

The paper marked A, exhibits a statement of the existing and of the proposed pay and emoluments of the officers.

The paper marked B, shows the gain and loss of the Government by the alterations proposed in the bill.

STATEMENT A, exhibiting the present and proposed pay and emoluments of the officers.

| | Pay. | Rations. | Forage. | Servants. | Per month. | Per annum. |
|---|-------|----------|----------------|-----------|------------|------------|
| A Major General now receives per month | \$200 | 15 \$91 | 7 horses, \$56 | 4 \$54 | \$401 | \$4,812 |
| Do. do. receives by the bill " | 160 | 12 72 | 3 " 24 | 3 40 | 296 | 3,552 |
| A Brigadier General now receives " | 104 | 12 72 | 5 " 40 | 3 40 | 256 | 3,072 |
| Do. do. receives by the bill " | 104 | 10 60 | 3 " 24 | 3 40 | 228 | 2,736 |
| A Colonel in staff now receives " | 90 | 6 36 | 5 " 40 | 2 27 | 193 | 2,316 |
| All Colonels receive by the bill " | 90 | 6 36 | 2 " 16 | 2 27 | 169 | 2,028 |
| A Lieut. Colonel in staff now receives " | 75 | 5 30 | 4 " 32 | 2 27 | 164 | 1,968 |
| All Colonels receive by the bill " | 75 | 5 30 | 2 " 16 | 2 27 | 148 | 1,776 |
| A Major in staff now receives " | 60 | 4 24 | 4 " 32 | 2 27 | 143 | 1,716 |
| All Majors receive by the bill " | 60 | 4 24 | 2 " 16 | 2 27 | 127 | 1,524 |
| A Captain in staff now receives " | 50 | 4 24 | 2 " 16 | 1 13 | 103 | 1,236 |
| All Captains receive by the bill " | 50 | 4 24 | none | 1 13 | 87 | 1,044 |
| A 1st Lieutenant in staff now receives " | 33 | 4 24 | 2 horses, 16 | 1 13 | 86 | 1,032 |
| All 1st Lieutenants receive by the bill " | 30 | 4 24 | none | 1 13 | 67 | 804 |
| A 2d Lieutenant in staff now receives " | 33 | 4 24 | 2 horses, 16 | 1 13 | 86 | 1,032 |
| All 2d Lieutenants receive by the bill " | 25 | 4 24 | none | 1 13 | 62 | 744 |
| Cadets now receive " | 16 | 2 12 | " | - | 28 | 336 |
| Do. receive by the bill " | 15 | 1 6 | " | - | 21 | 252 |
| A Surgeon now receives " | 45 | 3 18 | 2 horses, 16 | 1 13 | 92 | 1,104 |
| Surgeons receive by the bill " | 60 | 4 24 | 2 " 16 | 2 27 | 127 | 1,524 |
| An Assistant Surgeon now receives " | 40 | 2 12 | 2 " 16 | 1 13 | 81 | 972 |
| Assistant Surgeons receive by the bill " | 50 | 4 24 | 1 " 8 | 1 13 | 95 | 1,140 |

N. B. Fractions of a dollar are not noticed in the above statement.

B.—STATEMENT of the differences between the present rate of compensation to officers of the army, and that proposed by the bill reported by the Committee of Military Affairs—House of Representatives.

| RANK. | Loss of each officer by new bill. | Gain of each officer by new bill. | Total loss of each rank. | Total gain of each rank. | |
|---|-----------------------------------|-----------------------------------|--------------------------|--------------------------|---|
| 1 Major General, - - - | 1,246 | - | 1,246 | | |
| 2 Brevet Major Generals, - - - | 1,874 50 | - | 3,749 | | |
| 4 Brigadier Generals, - - - | 338 | - | 1,352 | | |
| 1 Chief Engineer, - - - | 1,057 | - | 1,057 | | |
| 1 Adjutant General, - - - | 288 | - | 288 | | |
| 2 Inspectors General, - - - | 288 | - | 576 | | |
| 1 Commissary General of Subsistence, | 192 | - | 192 | | |
| 1 Colonel of Ordnance, - - - | 192 | - | 192 | | |
| 12 Colonels, - - - | 12 | - | 144 | | |
| 13 Lieutenant Colonels, - - - | - | 84 00 | - | 1,092 | |
| 11 Majors of the Staff, - - - | 192 | - | 2,112 | | |
| 31 Majors, - - - | - | 24 | - | 744 | |
| 32 Officers, with pay, &c. of captains, | - | 120 | - | 3,840 | |
| 6 Assistant Quartermasters, (captains) | 36 | - | 216 | - | Gain \$10 per mo. <i>lineal pay</i> ; lose \$8 forage, and \$5 staff pay. |
| 14 Do. do. (licuts.) - - - | 86 | - | 1,204 | - | Gain \$6 08½ sub.; lose \$8 per mo. forage, and \$5 staff pay. |
| 50 Assistant Commissaries, - - - | - | 13 | - | 650 | Gain \$6 08½ subsistence; lose \$5 per month staff pay. |
| 12 Adjutants, - - - | 23 | - | 276 | - | Gain \$6 08½ subsistence; lose \$8 per month forage. |
| 2 Aids-de-camp to Major General, - | 96 | - | 192 | - | Lose \$8 per month forage. |
| 2 Do. to Brigadier Gen'ls, - - - | 23 | - | 69 | - | Gain \$6 08½ subsistence; lose \$8 per month forage. |
| 260 Cadets, (at \$1 per month each loss) | 12 | - | 3,120 | | |
| Estimated for Ordnance, - - - | 2,680 | - | 2,680 | | |
| | | | | 6,326 | |
| 8 Surgeons, - - - | - | 416 | - | 3,328 | |
| 45 Assistant Surgeons, - - - | - | 170 | - | 7,650 | |
| | | | 18,665 | 17,304 | |
| | | | 17,304 | | |
| Loss to officers, and gain to the Government, | - | - | - | 1,361 | |
| Add loss to cadets by reduction of one ration, | - | - | - | 1,898 | |
| Total loss to officers, and gain to the Government, | - | - | - | \$3,259 | |

